

CHARTING A NEW COURSE:

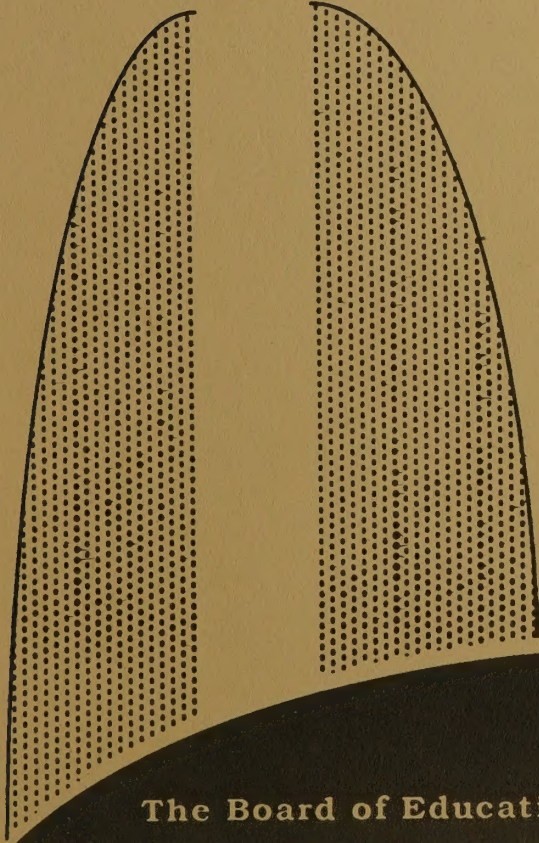
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GOVERNMENT DOCUMENTS

Education for a Multicultural Society



The Board of Education

for the City of Hamilton

REPORT OF THE ESL/ESD REVIEW COMMITTEE

Education Centre
Hamilton, Ontario
L8N 1L3

1990.06.07

To The Chairman and Members
Of The Development Committee

Ladies and Gentlemen:

**Re: Report of the English As A Second Language/
English Skills Development Review Committee**

As a result of rapid growth in our ESL/ESD program and being cognizant of the need for well planned strategies to deal with specific requirements of New Canadian students, the Director's Office requested a comprehensive program review in December 1988.

Early in 1989, a select committee was established and soon identified five target areas for focussed study: Students, Reception, Assessment and Placement, Staffing, Program and Continuing Education. With the continual activity in this area of education it was soon abundantly clear that a major review document could well be developed around any one of the five target areas. The Committee, however, agreed to focus only on salient features of the identified areas and to think in terms of recommendations which would serve as planning guidelines for ESL/ESD program modification and delivery, and ensure that the needs of our students are addressed in a most effective manner in the future.

The report was completed in the early months of 1990 and has undergone a series of drafts during the past few months and is now in a form that is hopefully ready for presentation to our elected officials.

In summary, the intent of this review is to provide data relative to the current situation and information that will allow Senior Management and the Board to be aware of future program demands and to develop a multi-year strategy that would take into account the educational requirements of New Canadian children, youth and adults that have recently arrived in our community.

Our Administration recommends that:

**The Report of the English As a Second Language/English Skills Development
be accepted for information only
and
that this Report be forwarded to Senior Management for purposes of multi-year
strategic planning.**

Prepared by: The ESL/ESD Review Committee

Submitted by: P. S. Beveridge, Superintendent
Curriculum and Special & Educational Services

Approved by: K. A. Rielly
Director of Education and Secretary

CHARTING A NEW COURSE: Education for a Multicultural Society

English As A Second Language



English Skills Development

REPORT OF THE ESL/ESD REVIEW COMMITTEE



The Board of Education for the City of Hamilton

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PREFACE

The Board of Education for the City of Hamilton has recognized the needs of students new to our country for more than two decades. During the last five years, we have witnessed unprecedented growth in the numbers of new Canadian students entering our school system. In an entrepreneurial and educational delivery sense, it is clear that the Hamilton Board should strive to offer appropriate programs of need and interest in the “uncharted waters” of English as a Second Language/English Skills Development programming.

Of the recent immigrants, a large number of children have come from Africa, the Caribbean, Central and South America, South-East Asia, and the Middle East. A common thread among them is that many have come from war-torn countries or from areas where disease and famine have ravaged the population. Due to the daily uncertainty of survival, they have experienced severe emotional trauma, and some have varying degrees of disabilities and health problems. Undoubtedly, all of these young people must suffer from some degree of culture shock, and many may have little or interrupted education.

This growth has resulted in a heterogeneous student body which requires special consideration to enable these individuals to be integrated into our school system and our community.

In the coming years, we can expect an influx of immigrants from the Eastern European countries which are now undergoing dramatic political and economic upheaval.

For school systems with high immigrant populations, it is time to re-think their curriculum and organizational structures in order to further plan for the holistic success of our multilingual/multicultural students.

For some, the word "challenge" may well leap to mind; for members of the committee reviewing the needs of our new Canadian students, however, the phrase "window of opportunity" is much more appropriate. Many of these students bring with them talents and gifts that can enrich our system and make major contributions to Canadian society.

The members of the Committee have found this review to be intensely interesting and most rewarding in terms of our greater understanding of the background and needs of these young people.

The recommendations put forward in this document have been carefully developed and structured to accord the targeted student population an equal opportunity to experience social, emotional, and intellectual success in our education system and in our community. It is hoped that these recommendations will prove to be an invaluable resource for policy development in the 1990's and beyond.

Peter S. Beveridge
*Chairman of the ESL/ESD
Review Committee*

1

INTRODUCTION

Preamble

The Board of Education for the City of Hamilton delivers quality ESL/ESD programs which conform to Ministry of Education policies and help to ensure the successful integration of ESL/ESD students into regular programs. Qualified teachers assist students in speaking, listening, reading, writing, and thinking in English and encourage them to adopt the customs of their new culture and language. The goal is to enable students to experience success and to foster a sense of self-worth while allowing them to participate in and contribute to Canadian society.

On arrival in Hamilton, students contact neighbourhood schools where they are received and assessed. Age-appropriate placement is preferred although not always possible. Presently, students of secondary school age are referred to Sir John A. Macdonald or to Scott Park, both of which have rapidly growing ESL/ESD programs.

Students may be placed in "withdrawal programs" at the elementary level. At Sir John A. Macdonald and at Scott Park, students also have opportunities for learning in "congregated classes" where ESL/ESD programming is offered within the context of non-English subjects such as Science or History.

As ESL/ESD programs continue to expand, changing expectations and needs combined with rapid growth require a pro-active stance by the Board of Education for the City of Hamilton to maintain quality delivery and educational excellence.

Students from other cultures exhibit the same range of skills, learning styles, and academic abilities as Canadian-born students. They are just as likely to be deemed gifted or to display other exceptionalities – behavioural, physical, communicational, or intellectual; consequently, ESL/ESD students require the same specific and individualistic programming which recognizes their unique abilities and disabilities.

Mandate

In December, 1988, the Director's Office requested a comprehensive ESL/ESD review in order to develop definitive guidelines for the overall program. The rationale for the Review Committee was that the program had experienced such rapid and significant growth as to warrant a review.

Mr. Peter S. Beveridge, Superintendent of Curriculum and Special & Educational Services was appointed to chair this Review Committee.

The committee was comprised of a broad representation of those interested in and/or intimately associated with the ESL/ESD programs. Additionally, input and submissions to the Review Committee were solicited and received from a wide spectrum of contributors including Area Supervisors, the Department Head of ESL at Sir John A. Macdonald Secondary School, the Co-ordinator of English, and teachers of both ESL and regular classes.

The mandate of the Review Committee was to look at the "global program picture" by inviting broad input and generating recommendations which may be applied uniformly throughout the system. These recommendations would serve as guidelines for ESL/ESD program modification and delivery, and ensure that the needs of our students are addressed in the most effective way.

Priorities

The committee developed a priority list of ESL/ESD concerns which was addressed at numerous subsequent meetings. The following five target areas were identified:

- Target Area 1: Students
- Target Area 2: Reception, Assessment and Placement
- Target Area 3: Staffing
- Target Area 4: Program
- Target Area 5: Continuing Education

Membership

The membership of the committee is as follows:

P.S. Beveridge, Superintendent of Curriculum and Special & Educational Services; COMMITTEE CHAIRMAN

R. Adams, Co-ordinator, Special Education

L. Aurini, Principal, Sir John A. Macdonald Secondary School

Dr. M. Bountrogianni, Acting Chief Psychologist

J. DiLiberto, Administrative Assistant, Curriculum and Special & Educational Services

J. Forrester, Superintendent of Schools - Area I

C. Howell, Co-ordinator, Adult & Continuing Education

F. Kelly, former Superintendent of Schools - Area II

M. Kilby, former Principal, Adult & Continuing Education

B. Leedale, Principal, Adult & Continuing Education

V. Lepp, Co-ordinator, Guidance Services

R. McPherson, Principal, Tweedsmuir Elementary School and Hamilton Principals' Association Representative

F. Neumann, Vice-principal, Westmount Secondary School

N. Nunes, Consultant, English As A Second Language and English Skills Development

D. Thorne, Principal, Scott Park Secondary School

J. Yurkiw, Assistant Superintendent of Special Services

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HISTORICAL PERSPECTIVE

The Changing Scene

Historically, Canada has been a land of immigrants with the ever-present challenge of addressing their needs and the needs of their children. The Canada of the past could be viewed as a “melting pot” where newcomers were expected to blend into the existing order. Old languages and customs may have had to be abandoned, and parents changed their habits and their names: Ivan became John, and Maritsa became Mary. This was the price for a new life and new opportunity.

In the past, schools absorbed immigrant children into a system where, under the supervision of principals, teachers, and peers, they were expected to assimilate both the English language and culture while shedding their former heritage. This practice may have been acceptable for students within previous contexts, but it is not the best method for addressing the needs of individual learners today.

The Concept of Multiculturalism

By the 1970's, the concept of “multiculturalism” had gained considerable credibility. Multiculturalism boldly espoused that the more than 100 distinct ethno-cultural and Native groups represented throughout Canada all have equal validity and that it is not only possible for them to co-exist but that they can, in a real way, enrich the fabric of Canadian society.

The Hamilton Board of Education has actively responded to the multicultural challenge; thirty-nine Board motions with respect to English as a Second Language (ESL, EASL, or ESL/D) have been recorded in the Board minutes since 1972. Tentative beginnings record motions that extend permission for “workshops for teachers in classes in English for New Canadians.” It is interesting to note that, at the start, ESL was associated with the Vocational Advisory Committee.

The Board of Education for the City of Hamilton

- ◆ Since 1962, ESL programs have been offered by the Continuing Education Department.
- ◆ By 1967, the program was introduced at the elementary level.
- ◆ In 1979, for the first time, one Special Education teacher was appointed to teach English as a Second Language to students at the secondary level.
- ◆ In 1986, a consultant (.5) for ESL/ESD was appointed.
- ◆ In 1986, a secondary school level committee was established to review the needs of ESL/ESD students.
- ◆ In 1987, this committee submitted a report to Academic Council and it was received for information by the Board of Education for the City of Hamilton.
- ◆ In January, 1988, a new ESL/ESD Department was formed at Sir John A. Macdonald Secondary School and a department head was appointed.
- ◆ In 1988, a full-time consultant for ESL/ESD was appointed for a term of three years.
- ◆ In 1988, a full review of the ESL/ESD program was initiated and has resulted in this report.
- ◆ In February, 1989, an ESL/ESD Department was formed at Scott Park.
- ◆ In September, 1989, a department head was appointed at Scott Park.

Ministry Documents

As the face of multicultural Ontario changed, the government of Ontario and the Ministry of Education provided new policies and resource documents regarding Heritage Language and ESL classes. *Multiculturalism: A New Strategy For Ontario* and *The Development of a Policy on Race and Ethnocultural Equity* are examples of these initiatives.

The 1988 Intermediate and Senior Divisions Curriculum Guideline, *English As A Second Language and English Skills Development*, provides school boards with direction for ESL policy and program planning, reception, assessment and placement, cross-curricular expectations, English skills development, and student and program evaluation. Also, Ministry writing teams are working on new resource documents such as *Our Cultural Heritage* and *In All Fairness*.

Efforts to Meet the Challenge

Large metropolitan areas such as Toronto have borne the impact of a recent influx of immigrants. The Toronto Board of Education organized its own ESL/ESD work groups who compiled reports with appropriate recommendations to address the immediate educational needs of their local communities. Their contributions have served as a resource to the Review Committee and are gratefully acknowledged.

If the recent growth in ESL/ESD programs in Hamilton is an indication of future trends, the Hamilton Board can expect a dramatic impact on the system. This growth is already evident at Sir John A. Macdonald Secondary School, at Scott Park Secondary School and in numerous schools in our elementary panel.

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SOCIETAL CHANGES IN NORTH AMERICA

Demographic Trends for the 1990's

Statistics from Canada and other parts of North America indicate that Canadian society will experience a series of demographic changes:

- ◆ At a conference in April, 1988, (Council for Exceptional Children) Dr. Lloyd Dunne, from the University of Hawaii, reported that 77% of the school population in the USA is white, 12% is black, 8% Hispanic, and 3% Asian. Projections are that by the year 2000, the population will be 50% white, 15% black, 24% Hispanic, and 11% Asian. The statistics indicate that minority groups could soon become the majority.
- ◆ In the Toronto Star, February 13, 1989, the Canadian School Trustees Association reported that between the years 1980 and 1987, more than 188,000 school-aged children immigrated to Canada with their families. Of these, 101,000 could speak neither English nor French. Since then, the flow has accelerated.
- ◆ On March 11, 1989, the Globe & Mail outlined the following situation in Vancouver which demonstrates the aforementioned growth. In the 1960's, Vancouver schools were almost exclusively white. There has been a dramatic change since then. According to a 1988 survey, a total of 23,732 students or 46.9% of the total student population was designated as ESL students. The school board's planning is based on the prediction that high levels of immigration will continue for at least the next 20 years.
- ◆ In addition to the linguistic difficulties experienced by these students, there are also cultural considerations. In contrast to previous immigration patterns, most of these new students are of non-European descent: 65% are East Indian, the next largest groups are Chinese and Vietnamese.

- ◆ Recently, there has been a wave of Central American children seeking access to ESL/ESD classes in the Vancouver educational system. This is also happening in many other areas of Canada. Many of the newcomers have been traumatized by conditions in their homelands, many do not have formal schooling of any kind, and others exhibit a spectrum of disabilities ranging from overt physical handicaps to covert learning deficit disorders.
- ◆ The Golden Horseshoe area of Southern Ontario is expected to be significantly affected by the projected demographic shift! Fifty per cent of all immigrants to Canada now come to Ontario; and of those, 50% come to the Toronto-Hamilton area.
- ◆ Immigration Canada reports that in 1988, 35% of immigrants (55,544) were destined for the Toronto area. Many students register in the ESL programs, but there are still many students who need English language assistance but do not receive it because of budgetary restraints. This issue was dramatized in January, 1989, when the York Region Board of Education temporarily barred refugee children from attending its schools.
- ◆ Hamilton is currently experiencing what appears to be a shift in population from the Toronto area. This will become more evident if the proposed rapid rail link between the two cities is implemented. According to every indicator, Hamilton will be affected by these powerful societal changes which will impact our educational system in a significant way!

Statistics

(See figures 1 - 3 showing the growth of ESL/ESD from 1986 to 1989; and figures 4 - 8 showing immigration patterns and their impact on enrollment in Hamilton schools.)

Diversity will continue to be the norm in Ontario. As educators, we are committed to helping each student, not only to acquire basic skills, but also to develop and maintain feelings of self-worth and success.

We now recognize that only an appropriately funded ESL/ESD support system which reaches beyond narrow definitions and reactive programming can adequately address the complex needs of ESL students. Trustees, educators and support services staff must work co-operatively to develop solutions. In this way, the Board can continue to afford optimal opportunities for all learners and respect the uniqueness of every individual in our schools.

FIGURE 1: COMPARATIVE CHART**ENGLISH AS A SECOND LANGUAGE/
ENGLISH SKILLS DEVELOPMENT**

	SEPT 1986	JUNE 1987	SEPT 1987	JUNE 1988	SEPT 1988	JUNE 1989
Elementary						
No. of Teachers	3.5	6.5	6.5	7.5	10.5	14
No. of Students	105	193	199	237	300	380
Sir J.A. Macdonald						
No. of Teachers	2.5	4	6	7	10	10
No. of Students	105	161	186	225	265	251
Scott Park						
No. of Teachers	-	-	-	-	-	5
No. of Students						125
Continuing Education						
No. of Teachers	17	19	25	23	27	22
No. of Students	552	594	642	681	798	714
Total Students	762	948	1027	1143	1363	1470

Source: *Internal Statistics*
Hamilton Board of Education

NOTE: Not shown in the above chart are the statistics for Caribbean students and other minorities who are integrated into regular classes, but who still need some special guidance and program services. The number of these students has increased from 25 in September, 1986, to 149 in June, 1989.

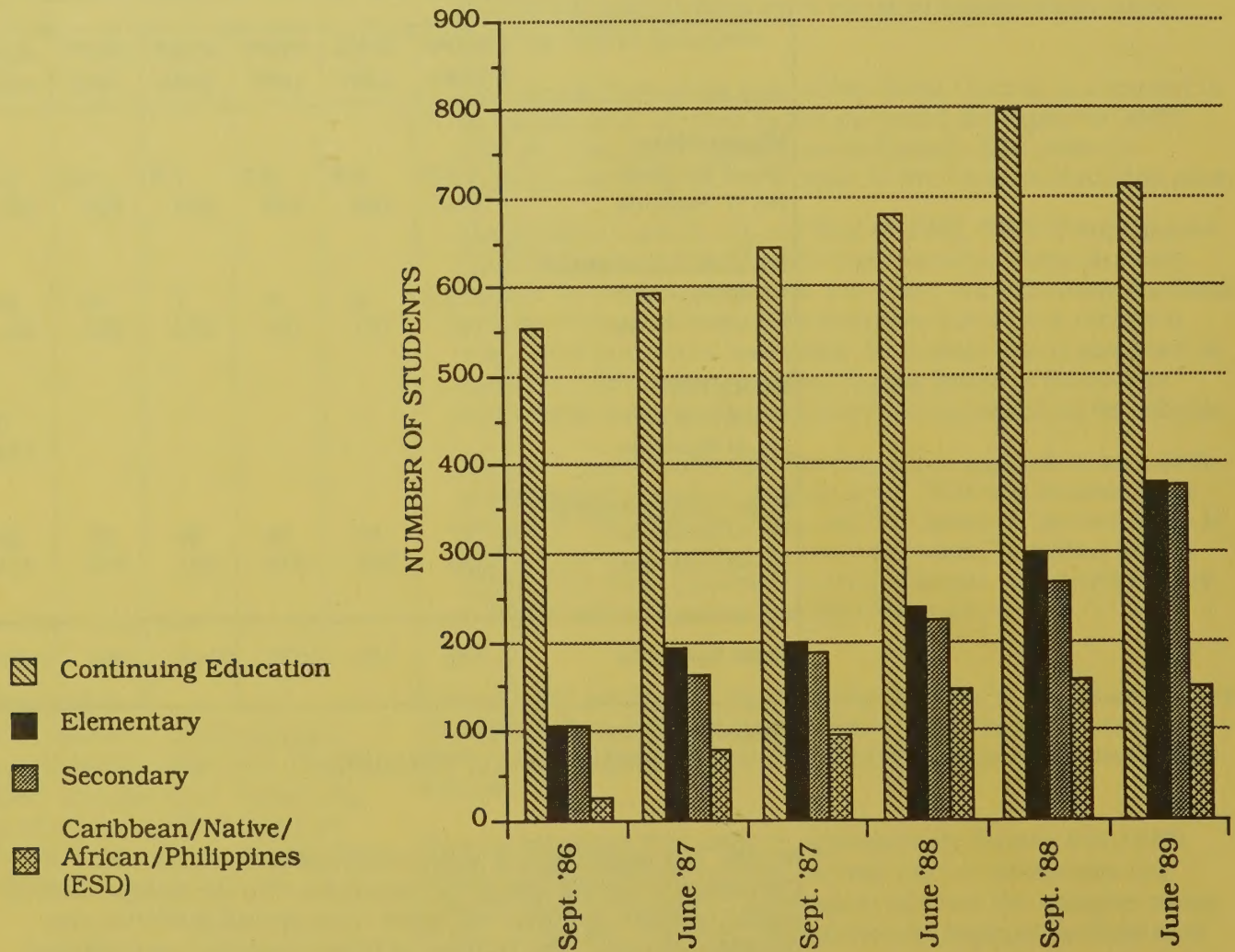
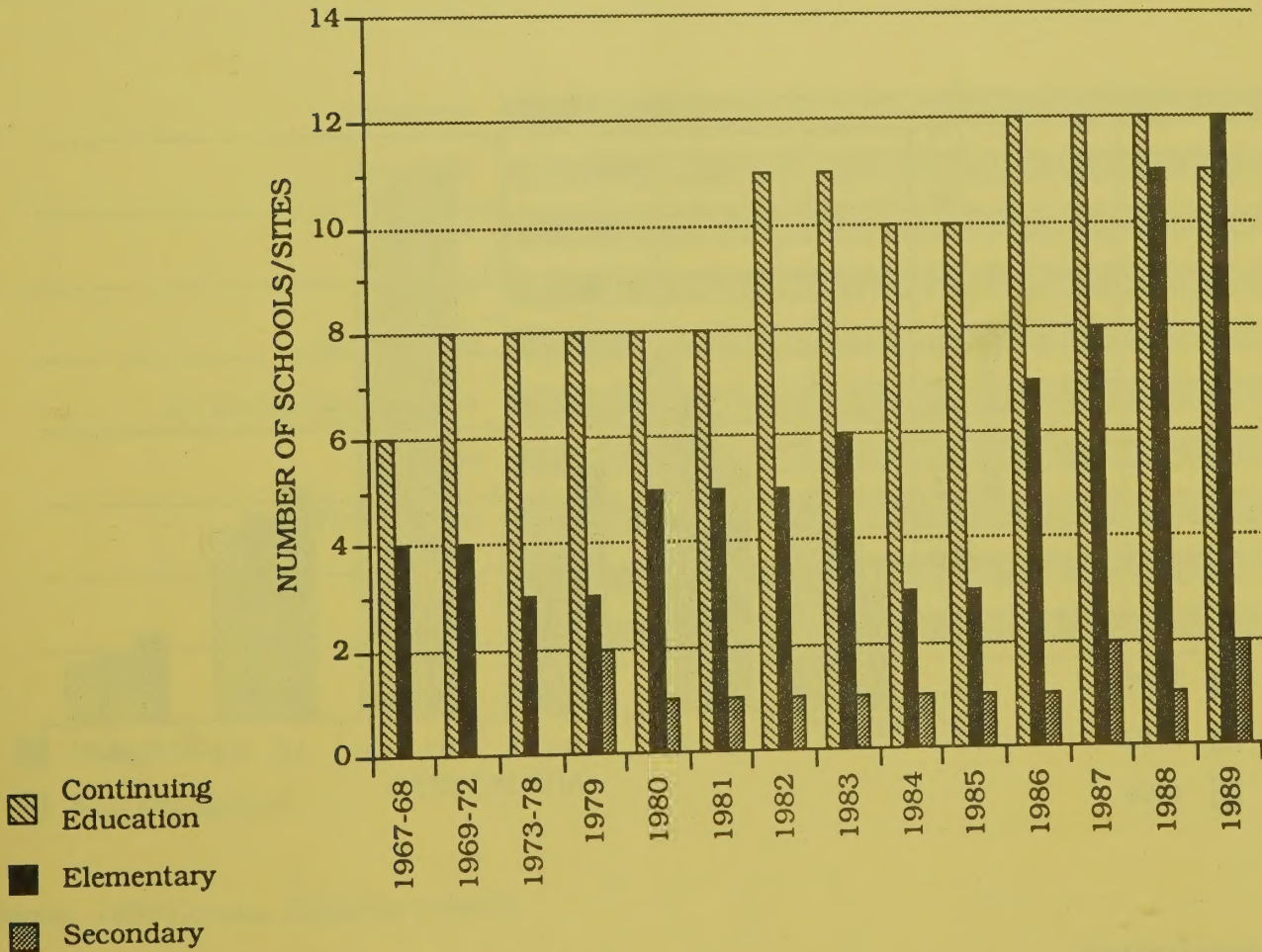
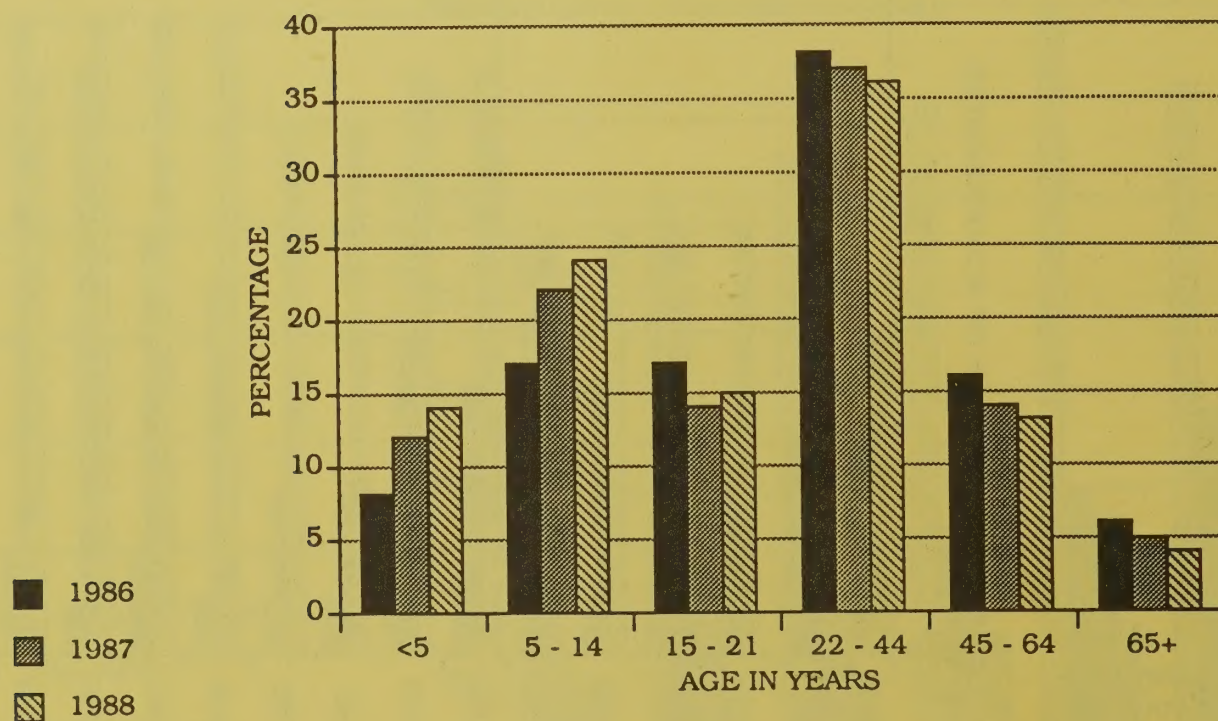
FIGURE 2: ESL/ESD RECENT GROWTH

FIGURE 3: SITES WITH ESL/ESD PROGRAMS



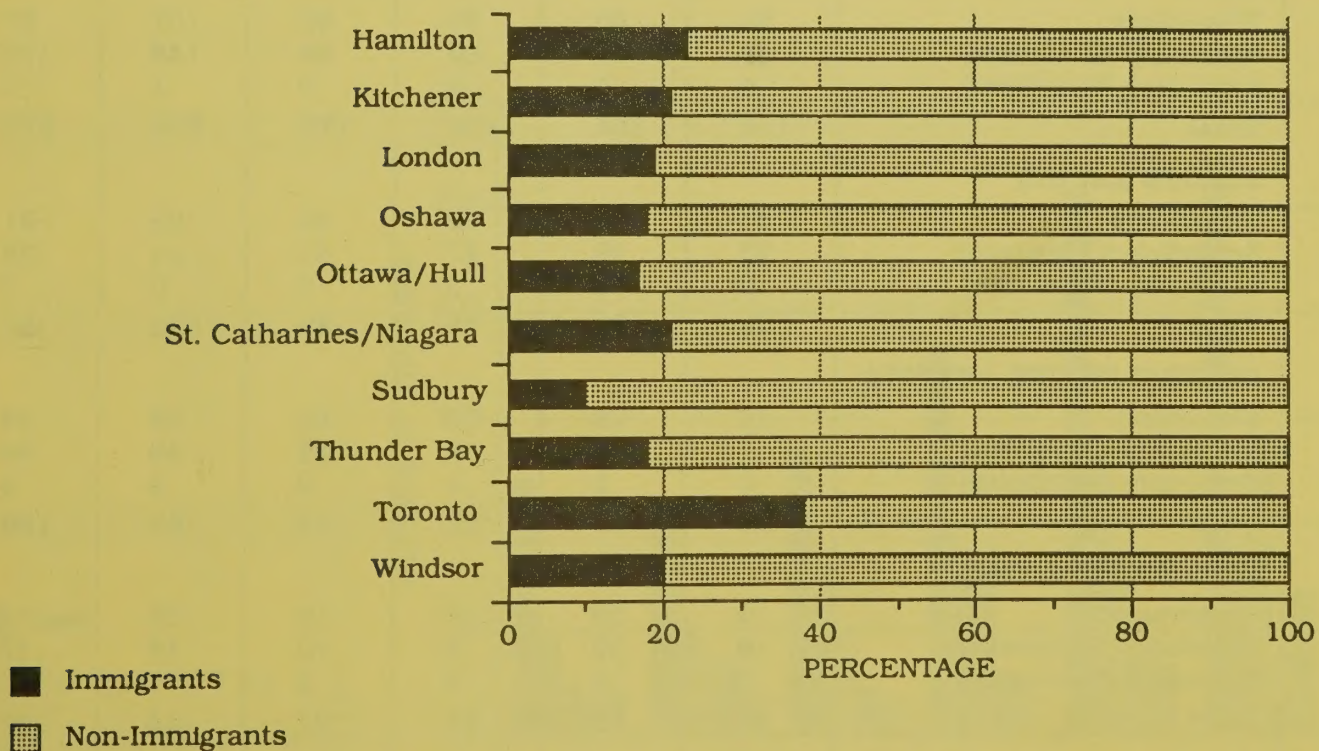
**FIGURE 4: ONTARIO'S LANDED IMMIGRANTS BY AGE
No Official Language Ability, 1986-1988***



* Preliminary Data

Source: 1986-1988 Employment & Immigration Canada

FIGURE 5: PROPORTION OF IMMIGRANTS IN ONTARIO'S CENSUS METROPOLITAN AREAS, 1986

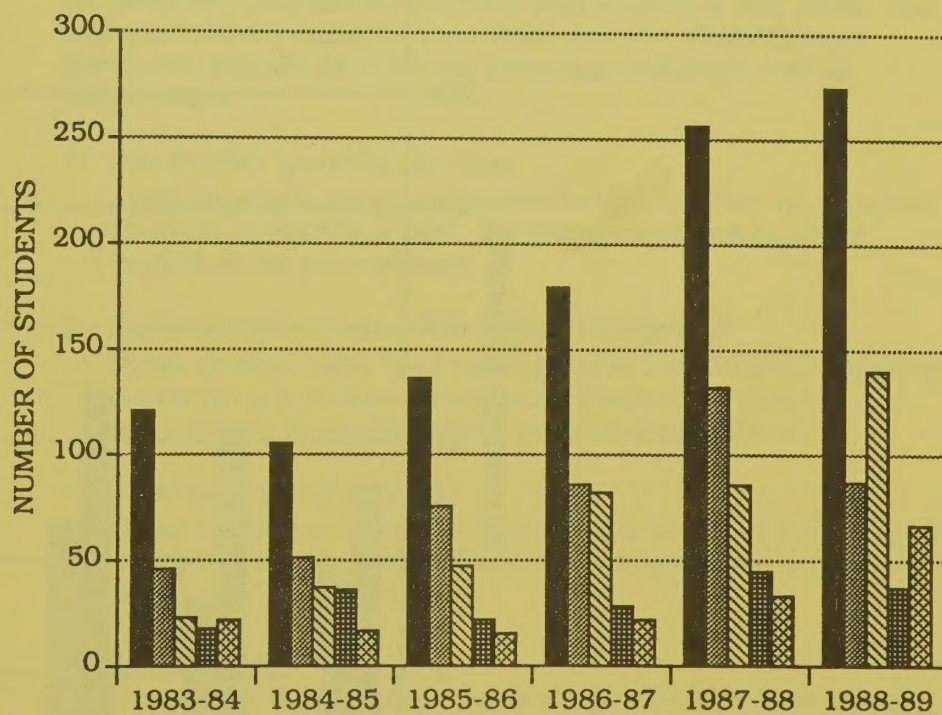


Source: 1986 Census, Statistics Canada

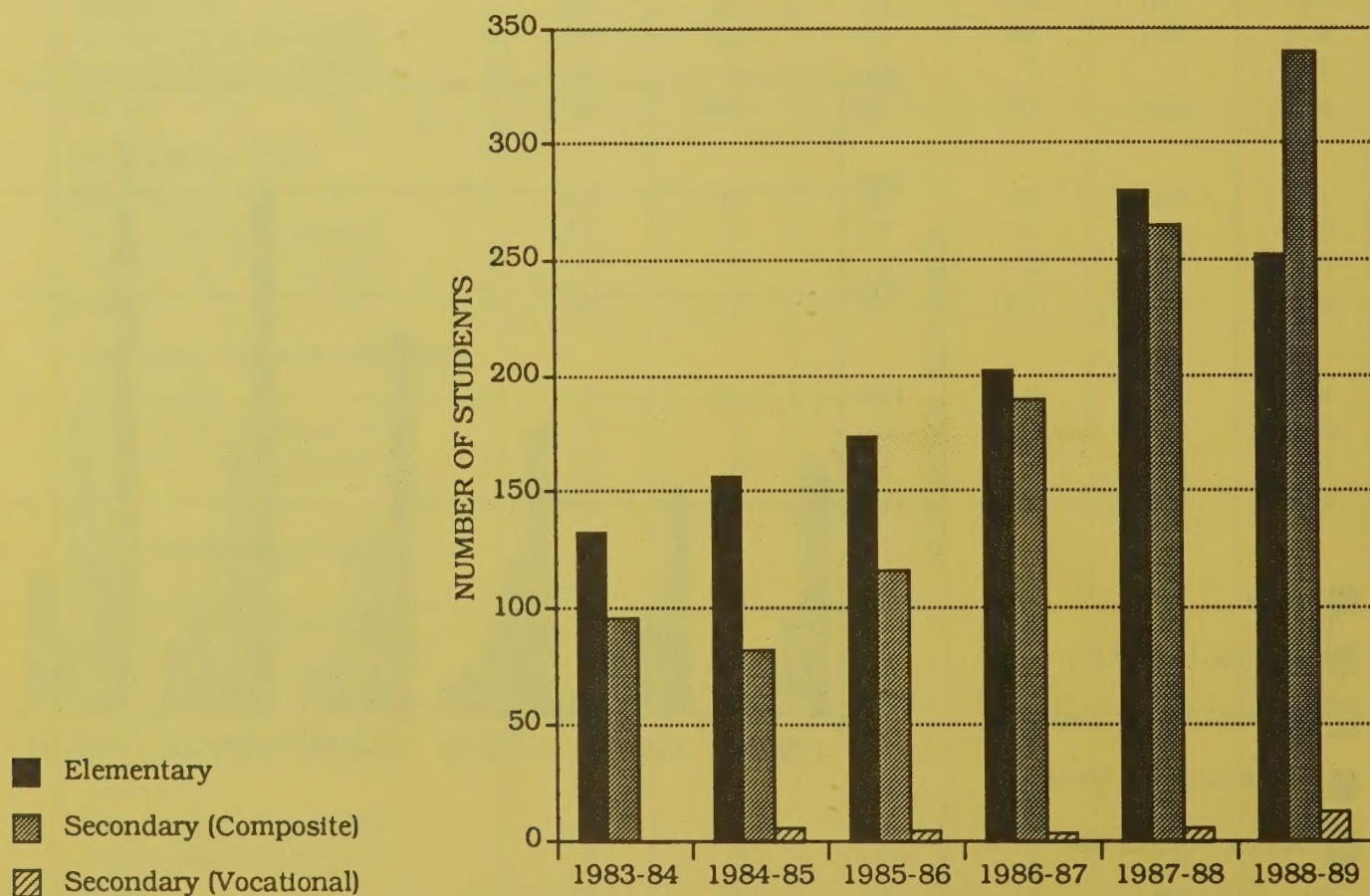
**FIGURE 6: ADMISSION OF IMMIGRANT STUDENTS
BY AREAS OF EMIGRATION**

	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
ASIA						
Elementary	65	62	73	80	107	97
Secondary (Composite)	55	42	62	99	148	176
Secondary (Vocational)	0	0	0	0	1	1
Total	120	104	135	179	256	274
EUROPE (not UK)						
Elementary	24	32	48	44	88	51
Secondary (Composite)	22	19	27	41	44	36
Secondary (Vocational)	0	0	0	0	0	0
Total	46	51	75	85	132	87
CENTRAL/SOUTH AMERICA						
Elementary	16	28	27	53	36	44
Secondary (Composite)	7	9	19	29	46	90
Secondary (Vocational)	0	0	1	0	3	5
Total	23	37	47	82	85	139
CARIBBEAN/GUYANA						
Elementary	9	18	13	15	25	21
Secondary (Composite)	8	12	5	10	18	12
Secondary (Vocational)	0	5	3	2	1	4
Total	17	35	21	27	44	37
AFRICAN CONTINENT						
Elementary	18	16	12	10	24	39
Secondary (Composite)	3	0	3	10	9	25
Secondary (Vocational)	0	0	0	1	0	2
Total	21	16	15	21	33	66
TOTAL (all areas)	227	243	293	294	550	603

Source: September (1989) Ministry Reports

FIGURE 7: SUMMARY**ENROLLMENT OF IMMIGRANT STUDENTS BY GEOGRAPHIC AREAS**

- Asia
- ▨ Europe (Not U.K.)
- ▧ Central/South America
- ▩ Caribbean/Guyana
- ▦ African Continent

FIGURE 8: SUMMARY**ENROLLMENT OF IMMIGRANT STUDENTS BY SCHOOL PLACEMENT**

4

RATIONALE AND RECOMMENDATIONS

Target Area 1: Students

Student Categories

The committee has identified six separate categories of ESL/ESD students who may exhibit different characteristics and needs. The first four of these categories are defined in the 1988 Ministry document, *English As A Second Language and English Skills Development*:

1. *Non-English speaking students*

Students who have recently come to Ontario from non-English speaking countries or from Canadian communities where English is not predominant.

2. *Students with a limited educational background*

Those students who have recently come from English-speaking countries, but whose educational backgrounds make participation in regular school programming difficult.

3. *Original people of Canada*

Those whose ancestors were the original people of Canada and who live in communities where a Native Language is the first language of communication.

4. *Adult students*

Those more than eighteen years of age who have been out of school for a year and who, if they were younger, would qualify under one of the preceding categories.

Three additional categories of students will require the same consideration as those ESL/ESD students defined by the Ministry:

5. *International Visa students*

Students, mainly from Hong Kong and the Middle East, who pay tuition fees to attend school in Canada and who intend to fulfill the requirements for university entrance.

6. *Canadian-born students from homes where English is not the language of communication*

Students from homes where English is a second language or where English is not spoken frequently, require the same type of intense educational support as students from foreign countries. Cultural differences often complicate their academic problems and they may require additional services.

7. *Students with limited literacy skills*

Students who have recently entered Ontario schools from non-English speaking countries and who have not acquired literacy skills in their first language.

The committee makes the following recommendation:

Recommendation #1

That the Board of Education for the City of Hamilton adopt the seven categories as a working definition of ESL/ESD students for the purposes of identification, determination of instructional and accommodation needs and appropriate program delivery.

Special Needs

These ESL/ESD students come from many countries and a variety of backgrounds. They speak different languages and their cultural backgrounds are rich and diverse. Each of these students faces the common challenge of integrating into Canadian society and participating in an educational system that may be very different from that in their country of origin. Given effective, appropriate assistance to facilitate their transition to this new environment, students will not only experience success and develop a feeling of self-esteem, but they will also actively contribute to life in our schools and learn to understand and respect the values of their community.

ESL/ESD students are frequently extremely disadvantaged. Of the recent immigrants to Canada, many have come from South-East Asia, Central and South America, the Caribbean, the Middle East and Africa. A common thread among them is that they come from war-torn countries or from areas where disease and famine have ravaged the population. Many of the children have experienced severe emotional trauma, perhaps through the loss of family members; many have health problems and some are actually physically disabled; many have little or interrupted education. All of them suffer from some degree of culture shock. For such students, identification of exceptionalities and specific supportive educational strategies are required from the very beginning.

The delivery of quality educational service requires the recognition of specific student needs, a qualified teaching staff, professional support personnel, and a comprehensive resource base. To these ends, the Committee makes the following recommendation:

Recommendation #2

That the Board of Education for the City of Hamilton recognize the special needs of ESL/ESD students in programming, resources and accommodation so that these needs may be effectively addressed through educational intervention strategies designed to target the unique requirements of individual learners.

Accommodation

The dramatic growth in the number of ESL/ESD students, both young and adult, is particularly evident in the east end of Hamilton and on the Hamilton Mountain. Accommodation for these students has surfaced as an area of significant concern both for regular day school and for the Continuing Education program.

ESL/ESD programming is not mandatory but the need does exist, and these students will have to be appropriately accommodated by the Hamilton Board of Education. To this end, the Committee makes the following recommendation:

Recommendation #3

That the Board of Education for the City of Hamilton develop a plan for the appropriate accommodation of ESL/ESD students in regular Day School.

Types of ESL/ESD Classes

Although integration into regular classes is the ultimate goal of all ESL/ESD programs, educational opportunities which allow these students to interact on a "peer level" may be equally valid. Depending on their age and proficiency in English, students may be placed in "self-contained" ESL/ESD classes, "withdrawal programs," "congregated subject specific classes" or integrated into the regular subject classes.

ESL/ESD students, like their Canadian-born counterparts, have a variety of learning styles; therefore, teaching styles need to be varied for effective program delivery. Also, the fact that these students may have multiple problems aside from their language deficiencies further compounds an already complex classroom situation.

ESL/ESD students, newly-integrated into regular classes, may create yet another problem — their lack of English proficiency could possibly have an impact on the progress of other students in the class.

Regular students and their teachers experience stress because their sense of success or failure becomes associated with the success or failure of the ESL/ESD students. In such cases, a workable balance has to be achieved, taking into account the varying requirements of different subject areas and other pedagogic considerations such as the number of ESL/ESD students, their specific strengths/weaknesses and their academic level.

ESL/ESD Adult Students

A major concern of the Committee was the accommodation of adult students. It was clear that programs for adults must be offered at various locations and access to regular day school must be facilitated. Similarly, flexibility may have to be considered in all other areas (e.g., programs and timetabling).

To this end, the Committee makes the following recommendation:

Recommendation #4

That a flexible approach with respect to all ESL/ESD adult students be pursued by the Board of Education for the City of Hamilton in order to address the accommodation needs of these students and to facilitate their transition into Canadian culture, the education system and/or the labour force of our society.

ESL/ESD Visa Students

Visa students are a welcome addition to our schools and to ESL/ESD classes. Many of them are highly motivated because their ultimate aim is to fulfill the entrance requirements of a Canadian university; therefore, they serve as role models for other students.

It may be necessary to engage in pro-active recruitment and employ a variety of marketing strategies to ensure that a significant number of these students enroll with the Hamilton Board.

Visa students often register at schools in different cities, and they willingly surrender the small deposit required if they decide not to come to Hamilton. This causes a significant distortion in class size and problems with staffing since the acceptance of the deposit obligates the school to hold places for these students.

With respect to Visa students, the Committee makes the following recommendations:

Recommendation #5

That the Board of Education for the City of Hamilton review its policies with respect to registration fees and enrollment procedures for Visa students.

Recommendation #6

That the Board of Education for the City of Hamilton engage in appropriate pro-active recruitment strategies based on Board-approved guidelines with respect to Visa students.

Target Area 2: Reception, Assessment and Placement

Procedures

The Hamilton Board of Education already has in place appropriate procedures to welcome, receive, and register newcomers in elementary and secondary schools. These facilities are, however, strained by the large numbers of ESL/ESD students seeking entrance into the day program and into the Continuing Education program.

The Committee believes that the "pilot reception centre" at Sir John A. Macdonald has achieved some success; therefore, a second centre has been established at Scott Park, but the concept needs to be developed further to benefit ESL/ESD students of all ages. It has become increasingly apparent that such a centre must adopt a family approach so that from the beginning, parents and students are made to feel welcome and are invited to work with our staff in a co-operative effort to identify and address their needs.

To facilitate the success of the reception centre, procedures should be reviewed and updated regularly. A computerized tracking mechanism would contribute to effective monitoring and re-evaluation of the programming for each student. A "reception package" is being compiled and will be distributed to schools by the ESL/ESD consultant. This package is designed to assist personnel in their efforts to determine the students' proficiency in English as well as their first language, and to provide other assessment and evaluation as may be appropriate.

In elementary schools, it is usually the principal, assisted by the secretarial staff, who obtains the necessary background information for age-appropriate placement of ESL/ESD students. In secondary schools, day school students and Continuing Education students are being received and placed by the personnel at Scott Park and Sir John A. Macdonald who determine the extent of the students' English abilities.

Professional assessment and placement of students is recognized as a critical procedure and, therefore, actual allowance in either teacher-time, guidance-time, or clerical-time should be made for this important service.

Appropriate publicity and marketing of reception centres in various languages and through the ethnic media will assure wide-spread awareness. A link with municipal and government agencies, such as the Multicultural Centre, may encourage these agencies in a co-operative effort with education to promote the reception and assessment centres. The reception centres will not only maximize service to ESL/ESD students and their families and enhance the image of the Hamilton Board, but they will also provide invaluable service to the community.

With respect to the concept of family reception of ESL/ESD students, the Committee presents the following recommendations:

Recommendation #7

That the Board of Education for the City of Hamilton, subject to evaluation and review, continue to support with appropriate resources and personnel two pilot Reception/Assessment and Placement Centres at Sir John A. Macdonald and at Scott Park.

Recommendation #8

That in both elementary and secondary schools, the principal assign a specific staff member (in-school ESL/ESD designate) who is skilled, aware, and sensitive in welcoming, assisting, and providing direction for all incoming students.

Recommendation #9

That an automated system be developed to record and analyze information such as incoming assessment, progress, evaluation, and program growth.

Recommendation #10

That the Board of Education for the City of Hamilton continue to develop appropriate Reception/Assessment and Placement packages to assist staff in their assessment of student needs and to involve appropriate personnel in the placement and review of students.

Translation Services

In the past, immigrant children entered the system at a rate that allowed existing procedures to place and integrate them in a satisfactory manner. Furthermore, the majority of such students came from European countries which share similar cultural backgrounds with the majority of Canadians.

Recently, students such as the "boat people from Vietnam" or, more recently, the "Central American war refugees" have arrived in unexpected waves, and their cultural backgrounds are very dissimilar to the Canadian experience. In addition, these students and their families often have emotional, health, and financial problems, creating the need for a broader and more refined reception, assessment and placement procedure. The sheer numbers of these students and the new and diverse support and service requirements have strained resources and personnel significantly.

Language difficulties, combined with the lack of available translators, have increased the complexity of the problem. Until now, the Hamilton Board has enlisted the aid of other students who speak the language, multilingual Board personnel, and representatives from the Multicultural Centre.

Communication (letters and forms) received by parents of ESL/ESD students is often not understood or misunderstood because of translation and interpretation difficulties. A concern was raised that there may be legal implications which should be explored regarding confidentiality and misinterpretation.

Additionally, many students now entering the system have experienced significant emotional and physical trauma, lack formal schooling, or have such gaps in their educational background that age-appropriate placement is unworkable.

The Review Committee believes that there must be uniform reception and registration procedures for all ESL/ESD students and their families, and that the needs of these students and their parents must be addressed on a broader basis.

To this end, the Committee makes the following recommendations:

Recommendation #11

That the Board of Education for the City of Hamilton compile and keep current a list of multilingual personnel and their locations within the system so that such personnel may be engaged as a resource to assist students and parents for whom English is a Second Language.

Recommendation #12

That the Board of Education for the City of Hamilton include a budget for the translation of documents and for the use of interpreters.

Target Area 3: Staffing

Personnel Resources

Newly-arrived students must learn English as quickly as possible so that they can communicate in a basic way and respond to simple requests and instructions. To facilitate this learning, qualified teachers who are aware of and sensitive to the needs of these students should be the educators to guide and instruct them. Teachers should be able to identify the unique potential of each learner and tailor instructional strategies to meet the learning requirements of each student.

Problems encountered are usually related to class loading and to the heterogenous nature of the students regarding native language, age, culture and education. In addition, placement of ESL students in regular subject classes and integrated with regular students imposes further demands on teachers. The following charts show the flexible programming available for ESL students:

ELEMENTARY SCHOOLS		
Grade Level	Program Delivery	Class Loading
JK - Grade 2 (3.8 - 8 years)	Home School Full Time	22
Grades 3 - 8 (9 - 14 years)	Home School - 1/2 day ESL Program - up to 1/2 day	26 - 28 15

SECONDARY SCHOOLS			
Classroom Setting	Class Loading		
	Advanced	General	Basic
ESL Class (English) ESL students only	15	15	15
Regular subject class Congregated Class ESL students only	27	23	17
Regular subject class Integrated Class ESL and regular students	27	23	17

The Committee is sensitive to the fact that if ESL/ESD programs continue to grow at the present rate, there will likely be a shortage of qualified teachers. In order to maximize flexibility in the deployment of teacher services, the Hamilton Board should encourage teachers to obtain ESL/ESD qualifications. The Ministry of Education suggests that all subject teachers would benefit from having ESL qualifications believing that this would enhance their delivery of curriculum.

Similarly, a need for allowances in Guidance Services, para-professional personnel and secretarial assistance was identified. ESL/ESD programming must be addressed pro-actively and intensively.

The Committee makes the following recommendations:

Recommendation #13

That both appropriate support resources and resource personnel be creatively deployed in order to assist in the delivery of effective programs to students.

Recommendation #14

That time and assignment allowances be made for Guidance counsellors, secretaries, educational assistants and para-professional personnel involved in the reception, continuous monitoring and/or instruction of students.

In-Service

The Committee devoted a significant portion of its deliberations to discussing effective sequential in-service for teachers and support personnel. Concern was expressed about the quality, consistency, and conformity of such in-service in addressing staff needs regarding ESL/ESD students. There was agreement that both "in-house" expertise as well as presentations by "outside experts" should be systematically part of the in-service program.

A manual has been produced and is one component of this in-service program; also, there would be many advantages to creating a video which may serve to stimulate discussion and transmit information.

Teachers and resource personnel who know that they are actively supported will stay involved with the challenge of excellence in ESL/ESD instruction and will continue to deliver the high quality of educational services we have come to expect.

An awareness of cultural differences and ethnic diversity should be encouraged in a pro-active effort in instructional leadership among qualified staff.

Believing in-service to be a critical issue, the Committee makes the following recommendation:

Recommendation #15

That the Board of Education for the City of Hamilton recognize the importance of in-service and that it be an on-going component of our staff development programs.

Target Area 4: Program

Curriculum

Our ESL/ESD students come from a variety of linguistic, cultural, and educational backgrounds. They require special support in order to be integrated into our schools and experience success. To address this requirement, teachers of all subject areas must come together to design, deliver, and re-evaluate courses.

There is a continuous intake of students in our schools; therefore, it is necessary to adopt a spiral approach to curriculum. In this way, the subject matter is presented in small units or "modules" to minimize disruption in learning for these students.

The wide spectrum of abilities makes it just as likely for an ESL/ESD student to be exceptional, requiring a DART (Diagnostic and Resource Team) and perhaps an IPRC (Identification, Placement and Review Committee), as it is for any other students. In planning effectively, teachers must address a variety of learning styles, and they must be cognizant of the needs of the ESL/ESD population.

The TOEFL (Test of English as a Foreign Language) is administered to many Visa students in preparation for entrance to Canadian universities. This may be a reliable indicator of English proficiency for some students, but for many others, alternative evaluation strategies and a variety of programs need to be developed. It is critical that a continuum of services be available for these students.

During the nineties, our ESL curriculum will focus on a central theme of healthy living which will run throughout many aspects of our program. The purpose will be to develop positive attitudes within the students toward themselves and others with whom they come into contact. Students will learn to understand the importance of personal, social, emotional and physical health.

With support from the Public Health Department, the program, "Health Promotion and Health Advocacy for and by Immigrants Enrolled in English as a Second Language Classes" was initiated. The objectives of this program support system are to:

- ◆ increase the health knowledge of and instill preventative health behaviour within the student.
- ◆ develop culturally-oriented health promotion resources.
- ◆ enhance the ESL teachers' ability to incorporate a health focus in their classes.
- ◆ strengthen the ability of immigrants to act as health advocates to other members within their ethnic community.

The above is only one example of the innovative program strategy implemented during the period between September and December, 1989. The impact of this initiative is currently under review.

In summary, there must be a variety of approaches to curricular programming in the areas of language development including listening, speaking, reading and writing skills delivered by professional staff.

These programs must be activity-based and relevant, and they should relate to the learner's previous experience. In order to be effective and to allow students to build self-esteem by experiencing success, each program must be reviewed on a continuing basis and must be adapted to the unique educational requirements and potential of each learner. Quality education must reflect cultural sensitivity and ethnic understanding.

The Committee accepts that all new learning is based on an existing network of knowledge; therefore, it is important that students have the most current learning materials to assist them in acquiring linguistic skills and in integrating them into Canadian culture. For many of these students, their only resource materials may be those obtained in the schools and students make extensive use of these materials; therefore, special budget considerations are necessary for the purchase of replacement items and the development of new learning materials.

The Committee makes the following recommendations:

Recommendation #16

That the Board of Education for the City of Hamilton use a modular approach to modify curriculum and develop new curriculum strategies, and that it ensure that second generation documents address the needs of ESL/ESD students.

Recommendation #17

That a long-range purchase plan for the acquisition of ESL/ESD resource materials be formulated and budgetary provisions to this effect be made by the Board of Education for the City of Hamilton.

Target Area 5: Continuing Education

The Continuing Education Department has made significant contributions to the education of all students, but particularly to ESL/ESD students since the early sixties. The co-ordinated effort to link summer school, evening school, and regular day school has been very successful. The department will continue to address opportunities with respect to ESL/ESD programs, and is currently engaged in the promotion of other programs (English Skills, summer ESL classes, etc.) to serve the needs of the ESL/ESD student population.

With respect to reception, assessment and placement of ESL/ESD students, the Continuing Education Department has had a co-operative relationship with the ESL/ESD Department at Sir John A. Macdonald where these students are currently assessed for Continuing Education programs.

There is, however, a major area of concern — the problem of accommodation. Presently, there are classes at the James St. Baptist Church, Victoria Park Recreation Centre (Queen St. N.), the Salvation Army (Rebecca St.), Ottawa St. Y.W.C.A., and the Multicultural Centre (James St. N.). There are difficulties in serving the east end of the city (both mountain and lower city). Facilities are needed in the Kenilworth-Parkdale area, Nash Road area, and Upper Wentworth-Upper Gage area.

The Board of Education for the City of Hamilton has participated in the "Tri-Board Adult Learner Survey 1989." One of the purposes of this survey was to develop a profile of the adult ESL student. This report surfaced some very interesting statistics:

- ♦ The percentage of males is higher than females in ESL programs (39% to 28%).
- ♦ 39% of ESL students are between 26 and 35 years of age.
- ♦ Of the adult students in Continuing Education, ESL students tend to have a higher level of education.
- ♦ 50% of ESL students were looking for new or better jobs.

The development of a profile of the adult ESL student has provided a strong basis on which to analyze the delivery of adult programs and to make adjustments which will ensure success for the program and for students.

In October, 1989, the Hamilton Board initiated a review of the Adult and Continuing Education Department in an attempt to incorporate new concepts and a futuristic approach to meet the needs of the adult learner of the 90's. Both this review and the "Tri-Board Adult Learner Survey 1989" will serve to benefit the ESL students in our community.

The Committee found that other boards have also made significant commitments to the accommodation of ESL/ESD students in their Continuing Education programs. This commitment has already attracted a large number of both regular and adult ESL/ESD students to those boards. Appropriate action is required by the Hamilton Board of Education to offer similar opportunities.

The Committee makes the following recommendations:

Recommendation #18

That the Board of Education for the City of Hamilton actively pursue the issue of providing appropriate accommodation of ESL/ESD students in Continuing Education programs.

Recommendation #19

That the Board of Education for the City of Hamilton through its Adult and Continuing Education Department develop a comprehensive program to address the educational needs of adult ESL/ESD students.

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SUMMARY OF RECOMMENDATIONS

Recommendation #1

That the Board of Education for the City of Hamilton adopt the following seven categories as a working definition of ESL/ESD students for the purposes of identification, determination of instructional and accommodation needs and appropriate program delivery:

1. Non-English speaking students

Students who have recently come to Ontario from non-English speaking countries or from Canadian communities where English is not predominant.

2. Students with a limited educational background

Those students who have recently come from English-speaking countries, but whose educational backgrounds make participation in regular school programming difficult.

3. Original people of Canada

Those whose ancestors were the original people of Canada and who live in communities where a Native Language is the first language of communication.

4. Adult students

Those more than eighteen years of age who have been out of school for a year and who, if they were younger, would qualify under one of the preceding categories.

Three additional categories of students will require the same consideration as those ESL/ESD students defined by the Ministry:

5. International Visa students

Students, mainly from Hong Kong and the Middle East, who pay tuition fees to attend school in Canada and who intend to fulfill the requirements for university entrance.

6. Canadian-born students from homes where English is not the language of communication

Students from homes where English is a second language or where English is not spoken frequently, require the same type of intense educational support as students from foreign countries. Cultural differences often complicate their academic problems and they may require additional services.

7. Students with limited literacy skills

Students who have recently entered Ontario schools from non-English speaking countries and who have not acquired literacy skills in their first language.

Recommendation #2

That the Board of Education for the City of Hamilton recognize the special needs of ESL/ESD students in programming, resources and accommodation so that these needs may be effectively addressed through educational intervention strategies designed to target the unique requirements of individual learners.

Recommendation #3

That the Board of Education for the City of Hamilton develop a plan for the appropriate accommodation of ESL/ESD students in regular Day School.

Recommendation #4

That a flexible approach with respect to all ESL/ESD adult students be pursued by the Board of Education for the City of Hamilton in order to address the accommodation needs of these students and to facilitate their transition into Canadian culture, the education system and/or the labour force of our society.

Recommendation #5

That the Board of Education for the City of Hamilton review its policies with respect to registration fees and enrollment procedures for Visa students.

Recommendation #6

That the Board of Education for the City of Hamilton engage in appropriate pro-active recruitment strategies based on Board-approved guidelines with respect to Visa students.

Recommendation #7

That the Board of Education for the City of Hamilton, subject to evaluation and review, continue to support with appropriate resources and personnel two pilot Reception/Assessment and Placement Centres at Sir John A. Macdonald and at Scott Park.

Recommendation #8

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- Recommendation #12** That the Board of Education for the City of Hamilton include a budget for the translation of documents and for the use of interpreters.
- Recommendation #13** That both appropriate support resources and resource personnel be creatively deployed in order to assist in the delivery of effective programs to students.
- Recommendation #14** That time and assignment allowances be made for Guidance counsellors, secretaries, educational assistants and para-professional personnel involved in the reception, continuous monitoring and/or instruction of students.
- Recommendation #15** That the Board of Education for the City of Hamilton recognize the importance of in-service and that it be an on-going component of our staff development programs.
- Recommendation #16** That the Board of Education for the City of Hamilton use a modular approach to modify curriculum and develop new curriculum strategies, and that it ensure that second generation documents address the needs of ESL/ESD students.
- Recommendation #17** That a long-range purchase plan for the acquisition of ESL/ESD resource materials be formulated and budgetary provisions to this effect be made by the Board of Education for the City of Hamilton.
- Recommendation #18** That the Board of Education for the City of Hamilton actively pursue the issue of providing appropriate accommodation of ESL/ESD students in Continuing Education programs.
- Recommendation #19** That the Board of Education for the City of Hamilton through its Adult and Continuing Education Department develop a comprehensive program to address the educational needs of adult ESL/ESD students.

6

CONCLUSION

The Toronto Star reports that there is an "exploding number of immigrant and refugee children in Metro...;" *The Hamilton Spectator* reports that "being an immigrant can be hazardous to health. Without English or a knowledge of Canadian culture, there are risks at every turn, ranging from misunderstanding medical instructions to wearing thongs in the winter." The current situation has reached a level of crisis which creates a great deal of stress for these newcomers.

Immigration Minister Barbara McDougall, of St. Paul's Riding in Toronto, told the House of Commons on October 18, 1989, that Ottawa will permit 165,000 to 175,000 people to immigrate in 1990; in addition, Ottawa plans to accept 20,000 refugees.

In January, 1990, the Hamilton Board of Education participated in the "Tri-Ministry Survey of Adult ESL Classes." This information will assist boards of education in developing strategic plans for ESL classes in the future. Also the Regional Municipality of Hamilton-Wentworth, Department of Public Health Services, released a report in February, 1990, outlining attempts "to increase the health knowledge and preventive health behaviours of new immigrants attending ESL classes in Hamilton."

It is abundantly clear that Canada's ever-increasing cultural diversity is presenting a new challenge to educators who, together with other community agencies and organizations, must facilitate the introduction of these new immigrants to a very different world and ensure that their acculturation into Canadian society is not a traumatic experience. The 1988 Ministry of Education document, *English As A Second Language and English Skills Development*, states that "next to the family, the school can most influence young people and encourage them to respect people from other cultural backgrounds."

Not only "newcomers" should be educated, but also the "established" people of Canada; they should be taught that this wave of immigrants must be accepted; they should be taught that these new citizens represent a valuable resource and an asset to Canada. We must strive to be a country and a society where the words "racial, ethnic and religious prejudice" do not exist. Our province and the Hamilton Board of Education can set an example for the rest of Canada — we can be leaders where others may have failed.

Canada has become a pluralistic society and the education and future of these immigrants is in fact the future of Canada and Canadian society. Our mandate is clear; our goal is in sight. We must chart a new course for our ESL/ESD students that will make for a better educational system and a community which can be justly called multicultural.

The ESL/ESD Review Committee

June, 1990

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